

Message Text

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ACTION SS-25

INFO OCT-01 ISO-00 SSO-00 CCO-00 /026 W

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FM AMEMBASSY BRUSSELS

TO USDEL ASWAN IMMEDIATE

SECSTATE WASHDC IMMEDIATE 0000

C O N F I D E N T I A L BRUSSELS 2025

EXDIS

FOR SECRETARY FROM HARTMAN

E.O. 11652: GDS

TAGS: EAIR, NL

SUBJECT: KLM CAPACITY ISSUE

FOLLOWING IS THE REVISED TEXT OF THE KLM MESSAGE. I HAVE
KEPT THE INTRODUCTORY PARTS FOR AMBASSADOR GOULD BECAUSE
THEY RESPOND TO HIS RECOMMENDATIONS.
BEGIN TEXT:

FROM SECRETARY FOR AMBASSADOR

1. I APPRECIATE YOUR ANALYSIS OF THE SITUATION SURROUNDING
OUR CIVIL AVATION NEGOTIATIONS WITH THE NETHERLANDS, AND
I AGREE WITH YOUR CONCLUSION THAT THE TIME HAS COME TO
RESOLVE THE KLM PROBLEM.

2. WE HAVE CONSIDERED YOUR SUGGESTION THAT WE SEEK A
COMPROMISE OF A THREE-YEAR FREEZE AT THE LEVEL OF 18-20
WEEKLY FREQUENCIES, AND ARE NOT CERTAIN THE THREE-YEAR
FREEZE CONDITION WILL BE ACCEPTABLE TO THE DUTCH SINCE
THEY ORIGINALLY PROPOSED IT AT A LEVEL OF 25 OR 26
FREQUENCIES WEEKLY. MOREOVER, GIVEN THE UNCERTAINTIES
OF FUTURE TRAFFIC DEMAND, THIS FEATURE IS VERY RISKY
FOR US FROM AN AVIATION POINT OF VIEW. ALTHOUGH WE
ARE ANXIOUS TO RESOLVE THE AVIATION ISSUE, A FREQUENCY
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LEVEL OF 20 GOES TOO FAR TO BE MEANINGFUL.

3. INSTEAD, I BELIEVE WE SHOULD SEEK A ONE-YEAR UNDER-
STANDING BETWEEN THE OPTIMUM U.S. POSITION OF 14
FREQUENCIES AND THE INFORMAL DUTCH OFFER OF 21-22 FREQUEN-
CIES, I.E., 18 FREQUENCIES. THERE ARE A NUMBER OF COMPLEX
TECHNICAL QUESTIONS RELATING TO THE SEATING CONFIGURATION
OF AIRCRAFT, THE NUMBER OF FLIGHTS TO DIFFERENT U.S.
CITIES, AND SEASONAL TRAFFIC DIFFERENCIES WHICH MAKE IT
NECESSARY TO EXPRESS ANY UNDERSTANDING IN SOME DETAIL.
FOR THE MOMENT, HOWEVER, WE SHOULD SEEK GENERAL AGREEMENT
IN PRINCIPLE ON A LEVEL OF 18 FREQUENCIES AND 540,000
SEATS FOR ONE YEAR LEAVING THE DETAILS TO BE WORKED OUT.
THE SEAT CONSTRAINT IS NECESSARY BECAUSE, BY USING HIGH
DENSITY CONFIGURATION AIRCRAFT, KLM COULD OPERATE AS MANY
SEAST AS IT IS NOW OPERATING ON 18 FLIGHTS. THE 540,000
FIGURE IS VERY CLOSE TO THE SEAT CONSTRAINT IMPLIED IN
EARLIER DUTCH OFFERS (ROUGHLY 500,000).

4. ACCORDINGLY, YOU SHOULD DELIVER THE FOLLOWING MESSAGE
FROM ME TO VAN DER STOEL AND REPORT HIS REACTIONS TO IT
AS SOON AS POSSIBLE.

5. QUOTE: DEAR MR. MINISTER:
I UNDERTOOK INBRUSSELS TO BE IN TOUCH WITH YOU ON THE
QUESTION OF KLM CAPACITY BEFORE ANY FINAL DECISIONS WERE
MADE BY MY GOVERNMENT. CAB HAS NOW REPORTED RECOMMENDA-
TIONS TO THE PRESIDENT WHICH I PERSONALLY DO NOT BELIEVE
ARE ACCEPTABLE. I WOULD THEREFORE LIKE TO TRY OUT A
COMPROMISE AND OBTAIN YOUR REACTION BEFORE I ADVISE
THE PRESIDENT ON HIS DECISION.
I AM SURE YOU KNOW THAT I AM COMMITTED TO FINDING A
WAY TO ACCOMMODATE THE DEEP CONCERNS WHICH YOU AND
OTHERS HAVE EXPRESSED TO ME ON THIS MATTER. THERE IS
NO QUESTION THAT WE VALUE HIGHLY THE TRADITIONAL CLOSE
TIES BETWEEN OUR COUNTRIES AND THAT WE RECOGNIZE THE
IMPORTANCE OF TRANSPORATION, PARTICULARLY OF KLM, TO
THE NETHERLANDS. YOU WILL ALSO UNDERSTAND, HOWEVER, THAT
I MUST BE MINDFUL OF THE STRONG PRESSURES IN THIS COUNTRY
TO ACHIEVE SOME ADJUSTMENT IN THE CURRENT AVIATION
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SITUATION. THE ANSWER, IT SEEMS TO ME, IS TO FIND SOME
MIDDLE GROUND WHICH BOTH OUR GOVERNMENTS CAN LIVE WITH
WITHOUT RANCOR.
MY BELIEF IS THAT WE CANNOT, IN THE NEAR TERM, RESOLVE
THE UNDERLYING ISSUES OF CAPACITY PRINCIPLES AND
IMBALANCE. WE ARE QUITE PREPARED TO PUT THESE QUESTIONS
ASIDE, WHILE PRIVATELY RESERVING OUR POSITION, IF YOUR
GOVERNMENT -- OR KLM WILL AGREE THAT KLM WILL PUBLISH

AND OPERATE A SPECIFIC SCHEDULE OF OPERATIONS TO THE UNITED STATES FOR THE COMING SUMMER AND WINTER SEASONS. I HAVE IN MIND A COMPROMISE OF A TOTAL OF 18 WEEKLY FREQUENCIES AND 540,000 SEATS, WHICH IS HALFWAY BETWEEN OUR LAST OFFER OF 14 FREQUENCIES AND MINISTER WESTERTERP'S INFORMAL OFFER OF 21 OR 22 AND IS MORE THAN HALFWAY IN TERMS OF SEATS. HOW THESE FREQUENCIES SHOULD BE DIVIDED AMONG U.S. CITIES AND TYPES OF AIRCRAFT USED SHOULD BE DISCUSSED AT ANOTHER LEVEL. WE COULD BRING SUCH AN UNDERSTANDING INTO EFFECT BY A JOINT ANNOUNCEMENT, BY VOLUNTARY ACTION BY KLM, OR BY ANY OTHER APPROPRIATE MEANS. I WOULD VERY MUCH APPRECIATE YOUR EARLIEST REACTION BECAUSE WE ARE BEING PRESSED FOR A DECISION. BUT I CAN ASSURE YOU THAT THE PRESIDENT WILL NOT TAKE ACTION UNTIL HE HEARS THE RESULT OF OUR EXCHANGE. DESPITE MY MOVEMENTS IN THE MIDDLE EAST, I CAN ALSO ASSURE YOU THAT YOUR REPLY WILL HAVE MY PERSONAL ATTENTION. WARM REGARDS. HENRY A. KISSINGER UNQUOTE.

6. AT THE TIME YOU SEND THIS MESSAGE, YOU SHOULD RECOMMEND TO THE PRESIDENT THAT HE STAY THE CAB ORDER AS PER TOSEC 94. FIRESTONE

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